HERTFORD LAND USE PLAN 1986 UPDATE

<u>HERT</u>FORD

Prepared By

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COASTAL ZONE
INFORMATION CENTER

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HERTFORD LAND USE PLAN 1986 HERTFORD, NORTH CAROLINA

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CHAPTER I

INTRODUCTION

Purpose of CAMA Land Use Plan Update

In 1974, the North Carolina General Assembly enacted the Coastal Area Management Act (CAMA) for the purpose of establishing a state and local program for managing coastal resources. This management program allows local governments in twenty (20) coastal communities to prepare land use plans which establish policies to guide growth and development. The land use plans prepared under the Coastal Area Management Act form the basis for a comprehensive plan for protection, preservation, orderly development and management of the coastal area.

CAMA regulations require an update of land use plans every five (5) years. The Town of Hertford's last update was in 1981. Land use plan updates are needed to insure that all current issues related to economic and physical development are reviewed and that plans for future growth in the community adequately reflect these current issues. The preparation of this Plan represents an effort by the Town to guide growth and development in a manner which will maximize benefits to all the citizens of Hertford.

Citizen Participation

The Town of Hertford realizes citizen input is needed in the CAMA planning process to assess public perception of land development problems, needs, and issues. Town officials felt that it was important to keep citizens aware of the Land Use Plan Update process and allow them to effectively comment and participate in the decision making process. During the plan preparation period, several methods were used to encourage citizen involvement in the planning process.

A Public Education/Participation Plan was developed at the beginning of the planning period to educate the public and encourage participation. The Planning Board met each month between December and August to discuss the CAMA Land Use Update. All meetings were open to the public and citizen input was encouraged. In addition, two public participation meetings were advertised and held to solicit additional citizen response.

Press releases were sent to the local newspaper to increase public awareness of the CAMA Land Use Plan Update. Included in the press release was a description of the land use planning process and proposed agenda items.

A public education/participation questionnaire was distributed to area residents in order to provide further citizen input into the planning process. Citizen responses to the questions were used in developing appropriate policies and implementation strategies for land development issues. Results of the questionnaire indicated that the citizens of Hertford favor protection of natural resources and continued economic and population growth. (For a summary of survey results, refer to Attachment 1.)

Copies of all display maps used during the planning process were made available to the public for comment and review. These maps included an existing land use map, land classification map and a composite hazards map. All of these maps will remain in the Town Hall for citizen review after completion of the Plan.

Draft sections of this Plan including population and economy, land use policies, and storm hazard mitigation, and summary were all made available to the Planning Board and public for review. Copies of this Plan are available in Town Hall for public dissemination.

CHAPTER II

DATA COLLECTION AND ANALYSIS

The 1986 Land Use Plan is an update of a previously adopted Plan (1981). In order to consider and adopt effective policies concerning future growth and development, a data base outlining the Town's existing conditions and changes occurring since the last Plan must be established and analyzed.

Existing Conditions

The following section describes existing conditions regarding population, economy, land use and current plans, policies and regulations.

Population

The Town of Hertford's population since 1910 has remained at approximately 2000. However, a slight decrease was noted between 1970 and 1980 (See Exhibit 1). The North Carolina Department of Administration 1984 estimate indicates a slight increase over the 1980 census population. Recently the Town annexed an area adjacent to the corporate limits increasing its population by 258. The Town's current population estimate is 2247. This estimate is based on past trends and the recent annexation.

Based on 1970-1986 population data, Perquimans County's population growth rate is almost twice that of Hertford's. Hertford's population has increased by almost 10.8 percent while the County's population has increased by 20.6 percent. The decrease indicated in the 1980 census is associated with deaths and continued out-migration of Hertford's younger residents. However, recent estimates indicate a decrease in this trend leading to moderate population growth in the future.

EXHIBIT 1

POPULATION CHANGE FROM 1970-1986 HERTFORD AND PERQUIMANS COUNTY

1111	1970 Population	1980 Population	1970-1980 Population Change	1984* Population	1986** Population	1970-1986 Population Change
Hertford [2,023	1,941	- 4.05%	1,979	2,247	11.07%
Perquimans County	8,351	9,489	13.62%	9,935	10,067	20.55%

Source: North Carolina Census of Population

^{*1984} Municipal estimates provided by North Carolina Department of Administration.

^{**}L. E. Wooten and Company estimate.

Seasonal population is an important factor in demand placed on public facilities. According to Town officials, there is no vacant seasonal or migratory housing within Hertford's planning area. Therefore, seasonal population will have no impact on the Town's public facilities.

Economy.

The Town of Hertford is considered the retail center of Perquimans County. The majority of retail trade occurs in the Town's central business district and shopping centers. Since the Town's population is less than 5,000, no detailed information on the economy is available. Therefore, economic information for Perquimans County provides the basis for an analysis of the Town's economy.

Employment. - Estimates provided by the North Carolina

Employment Security Commission show a slight increase in Perquimans

County employment over the past 10 years. Exhibit 2 indicates a 4%

increase in total employment from 1974 through 1984. Even more

significant is the dramatic decrease in agricultural employment.

Agricultural employment has decreased by 48% from 1974 to 1984 (See

Exhibit 3). In addition, the percentage of agricultural employment to

non-agricultural employment has decreased significantly. The decline

in agricultural employment is part of a nationwide trend toward

mechanization and fewer family-owned farms.

The County's total civilian labor force has decreased by almost 6% and total unemployment has increased moderately. The County's unemployment rate was 6.4% in 1984 compared to 3.4% in 1979.

EXHIBIT 2

PERQUIMANS COUNTY INDUSTRY EMPLOYMENT BY PLACE OF WORK

					•	Percentage Change
	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1980</u>	<u>1984</u>	1974-1984
Manufacturing Lumber & Wood* Other Manuf.**	360 50 310	430 70 360	450 70 380	380 50 330	380 30 350	5.0% -40.0% 19.3%
Non-Manufacturing Construction Trans., Co., &	1,000 100	1,010 60	1,000 60	1,110 80	1,030 30	3.0% -70.0%
P. Util. Trade	40 360	40 340	40 350	40 380	40 300	0% - 9.0%
Fin., Ins., & Real Estate Service Government	40 130 360	50 110 410	40 100 410	40 130 440	40 160 460	0% 23.0% 27.8%

North Carolina Department of Labor Source:

^{*}Agricultural Services and Forestry.

**Includes Food, Printing, Stone, Clay, Glass, Fab. Metals, Non-electric Machinery, Trans. Equipment and Misc. Manufacturing.

EXHIBIT 3

PERQUIMANS COUNTY ANNUAL AVERAGE LABOR FORCE ESTIMATES

	% Change 1974-1984	<u>1984</u>	<u>1979</u>	<u>1975</u>	1974
Civilian Labor Force	6.0%	2,820	3,540	3,250	2,990
Unemployment, Total	50.0%	180	130	200	120
Rate of Unemployment	2.4%	6.4%	3.7%	6.2%	4.0%
Employment, Total	-8.0%	2,640	3,410	3,050	2,870
Agric. Employment	-48.0%	270	400	540	520
Non-agric. Wage & Salary Employment	.5%	2,100	2,700	2,230	2,090
All Other Non-Agric. Employment	3.8%	270	310	280	260

Source: North Carolina Department of Labor

According to 1980 Census information, a large number of the County's residents are commuting to the Tidewater area for jobs in manufacturing. Thus the County is losing more workers from out-commuting than gaining from in-commuting. This trend would be reversed if industry located in Perquimans County.

Retail Sales. Traditionally the majority of the County's retail trade occurs in Hertford and the immediate area. Based on this assumption, there has been no progress in retail sales from 1979-1984 (See Exhibit 4). Although the decline in retail sales from 1979-1984 was almost 7%, there was a slight increase from 1984 to 1985. It is projected that retail sales will increase at a modest rate.

Existing Land Use

Before effective future land use decisions can be developed, an inventory of existing land uses must be made. The following section summarizes present land uses and identifies land use trends within the planning area of Hertford.

Land Use Summary. The Hertford planning area includes the land within the Town limits and the land within the extraterritorial planning jurisdiction. Recently the Town annexed more than 344 acres into the corporate limits (See Exhibit 5). (At the present time, the extraterritorial planning jurisdiction boundaries have not been officially adjusted.) More than 75% of the total planning area is within the corporate limits. Approximately 16% of the land within the planning area is devoted to urban purposes. The remainder of the undeveloped land is agriculture, wet lands and forest.

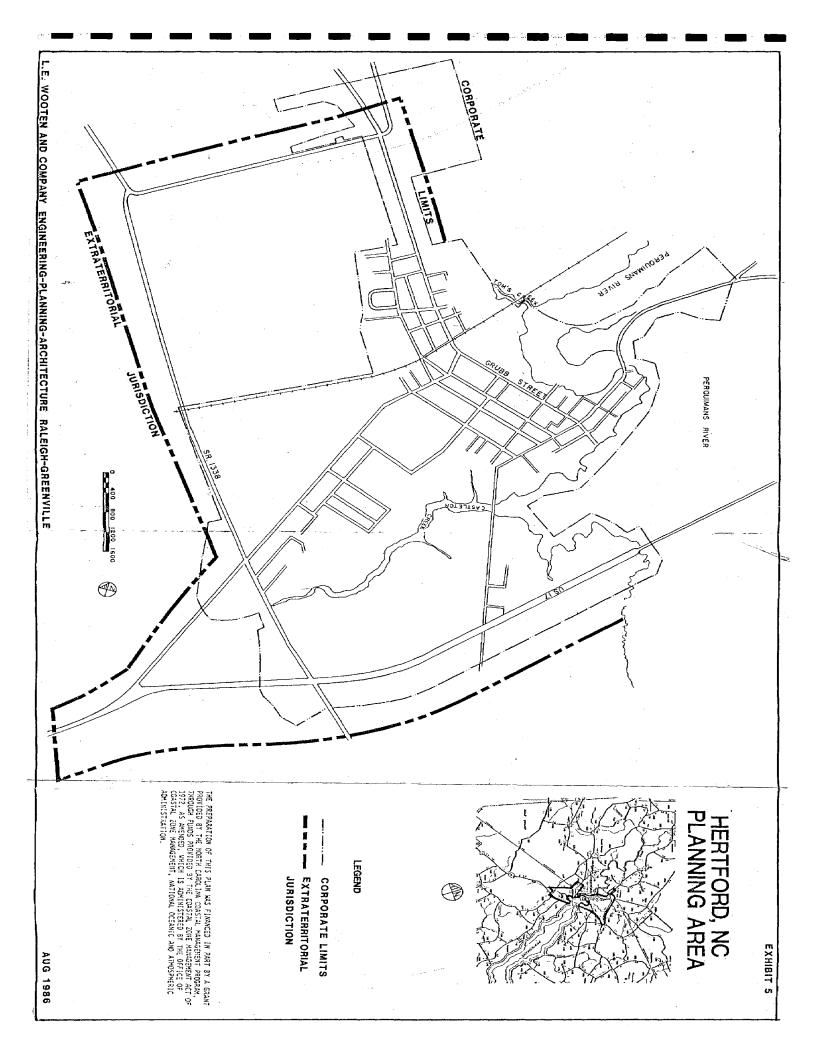
EXHIBIT 4

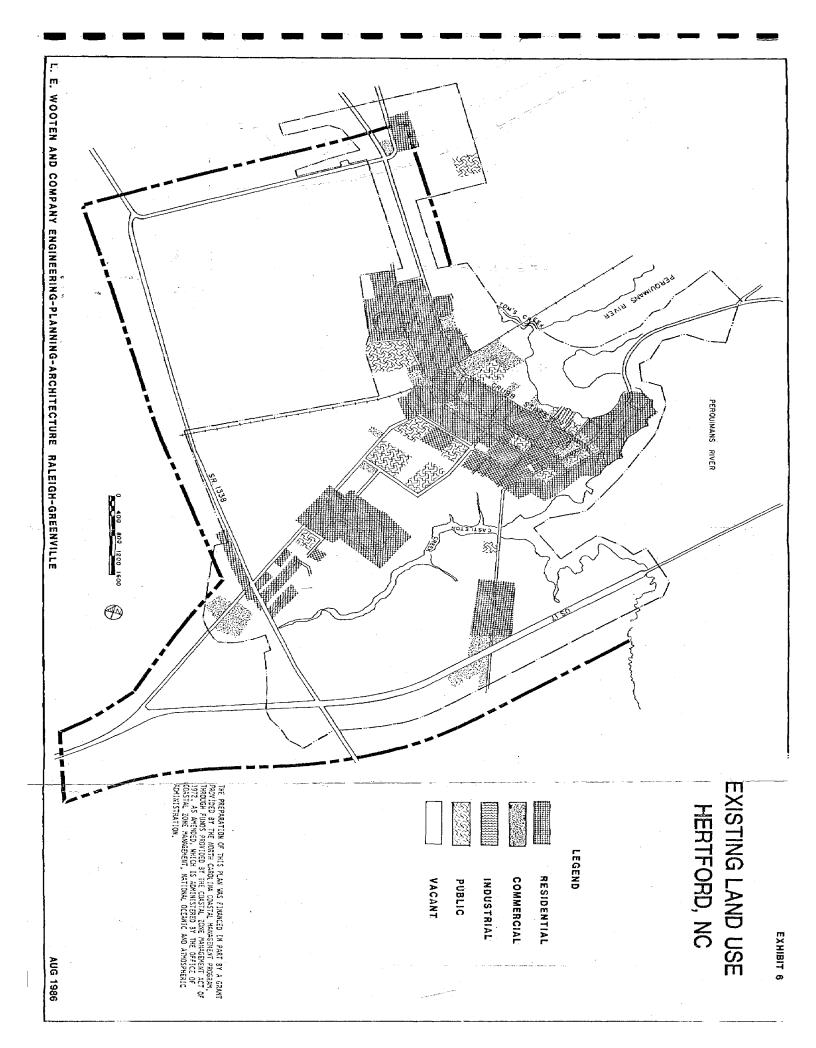
GROSS COLLECTIONS*AND GROSS RETAIL SALES FOR PERQUIMANS COUNTY

<u>Year</u>	Gross Collections	Gross Retail Sales
1984-85	\$468,734.96	\$29,373,588
1983-84	\$469,115.52	\$29,313,779
1982-83	\$510, 832.50	\$30,008,304
1981-82	\$581,896.37	\$30,254,433
1980-81	\$533,328.93	\$31,937,391
1979-80	\$531,374.63	\$31,453,109

Source: North Carolina Department of Revenue

*Sales Tax.





There has been no significant changes in land use since the 1981 CAMA Land Use Plan was prepared. As indicated on the 1986 Existing Land Use Map (Exhibit 6), the predominant urbanland use is residential (241 acres). Residential development is concentrated in the downtown area of Grubb, Market, Dobbs and King Streets. Most of the building permits issued for new construction over the past 5 years are dispersed throughout the jurisdiction.

Commercial land use supports retail or personal services.

Predominant commercial uses are located along Grubb and Church Streets
which is the traditional Central Business District area (38.50 acres).

Public land uses include primarily the municipal building complex between Grubb Street and the river, the library and park (40.48 acres). Other public land uses are dispersed throughout the central business district and south of King Street.

Almost all of the land within the Town's extraterritorial planning jurisdiction is vacant of urban development (729 acres). These lands are either cleared for agricultural purposes or are forested.

In summary there are no significant land use compatibility problems within the Town's jurisdiction. Some mixed land uses are found in the older section of Town and are generally residential and neighborhood business type. This area was developed prior to the adoption of land use controls. These incompatible uses are, therefore, unplanned non-conforming land uses. This type of development will not be permitted in the future due to enforcement of the Town's zoning ordinance.

Current Plan, Policies, and Regulations

The following is a list of Hertford's current plans, policies and regulations that have significant implications for land use:

Plans. The following plans have been adopted:

- Recreation and Open Space Plan 1977: This plan reviewed recreational needs and made several recommendations. As a result of this plan, land was purchased for public recreation. In addition, wider boat ramps and additional parking were provided at the Municipal boat docking facilities.
- <u>Community Facilities and Public Improvements Plan 1978</u>:

 Municipal needs were outlined and priorities for capital expenditures were established.
- <u>201 Facilities Plan 1979</u>: Current wastewater treatment facilities and capacities were indicated in this Plan. Recommendations were made on needed improvements.

<u>Policies</u>. The following land use-related policies are in effect in Hertford:

- <u>Utilities Extension Policies</u>: New developments within the Town limits must connect to the municipal water and sewer system. If water and sewer are not available, the Town will extend utilities to the development. If development is located within the extraterritorial area, the Town will extend water and sewer when the user pays all costs except when the governing body determines the extension to be beneficial to the community.

Regulations. The Town of Hertford enforces several regulations which have an impact on development. The Building Inspector is responsible for enforcement. Regulations currently in place are:

- .--- Zoning Ordinance 1980.
- --- Building Code 1969
- --- Subdivision Ordinance 1968
- --- Minimum Housing Code 1984
- --- CAMA Minor Development Permit Regulations 1981
- --- Flood Zone Regulations 1983

The Town's primary regulation governing land use is its zoning ordinance. This ordinance was adopted in 1980. There are provisions for conditional uses, sign control and parking requirements.

Development Constraints

All land within Hertford's planning jurisdiction is not suitable for urban development. Some areas of land contain certain development limitations. The following section discusses areas with constraints to future development.

Land Suitability

The following is an analysis of the suitability of undeveloped land for development.

<u>Physical Limitations for Development.</u> This section discusses areas likely to have conditions making development costly or causing undesirable consequences.

- <u>Hazard Areas</u>: Natural hazards areas act as a barrier to development and growth. The flood hazard areas are considered hazard areas. Land development within the flood-prone areas (delineated on Flood Insurance Maps) should be monitored. All development should comply with the flood insurance purchase and building restriction requirements, and CAMA regulations.

- <u>Soil Limitations</u>: A detailed soils analysis (1979) is available for Perquimans County. The maps contained in this analysis can be very useful in making decisions concerning growth in Hertford and Perquimans County. The information in the detailed analysis defines the ares of soil classification and development limitations for each of these classifications. The soil information provides sufficient data to make development determinations for each soil classification. Exhibit 7 shows all areas with soil types that have severe soil limitations. The characteristics associates with these soil types are poor drainage, severe wetness, flood-prone characteristics and low soil strengths for building foundations. Soils identified as having limitations for development are Dorovan,

The Dorovan and Dorovan Muck occur in low-lying areas along the shores of creeks, streams and wooded swamps. The Altavista soil may accommodate urban uses such as dwellings without basements. However, limited growth and development should occur within these areas.

- <u>Water Supply:</u> The system's water source is from two deep wells. These wells are located north of Wynne Fork Road and west of the Norfolk and Southern Railroad. Average daily use is 350,000 gallons per day. Water treatment capacity is approximately 600,000 gallons per day. This indicates a surplus of 250,000 gallons per day which could be used to accommodate new development.
- Areas with Excessive Slope: Excessive slopes are defined as those areas with perdominant slopes exceeding 12 percent.

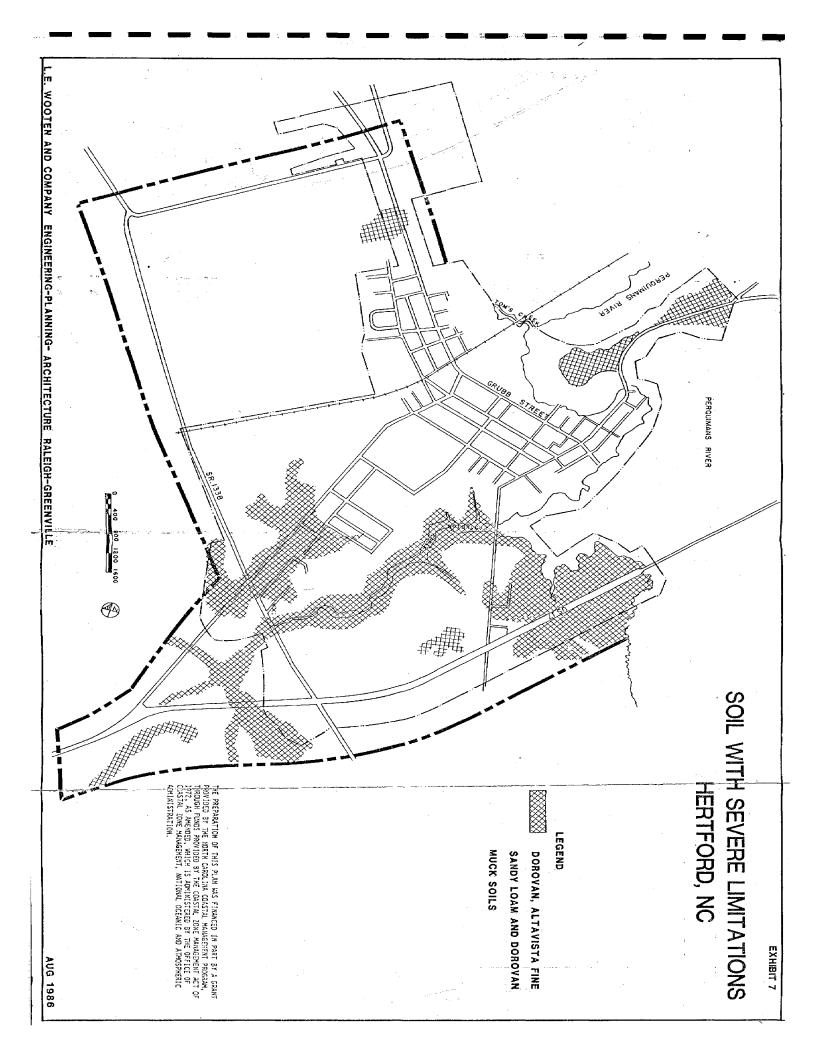
The majority of the land within the Town's jurisdiction is flat and there are no areas with slopes of 12 percent or more. Therefore, land with excessive slopes will not be a barrier to development.

- <u>Fragile Areas</u>: Fragile areas are water and land environments which are sensitive to development. These fragile areas are called Areas of Environmental Concern (AEC's). Fragile areas in Hertford as defined by the Coastal Area Management Act are the public trust waters, estuarine waters and estuarine shorelines. Estuarine shorelines are 75 feet inland from the mean high water mark. These areas are located along the Perquimans River and Castleton Creek.

Development within AEC's is limited by State regulations.

Permitted uses within these areas are utility easements, fishing piers, docks, and agricultural uses permitted under the North Carolina Dredge and Fill Act. In addition grounds and facilities for public recreation operated on a non-profit basis are permitted. Uses that will have a negative impact on these areas are prohibited. Uses which block navigation channels, violate water quality standards and degrade shellfish waters are strictly prohibited.

Development within fragile areas and AEC's may also be subject to the Army Corps of Engineers Section 404 permit process. Under Section 404 of the Clean Water Act, the Corps is responsible for regulating the discharge of dredge and fill materials into designated wetlands. Since Corps-regulated wetlands are not mapped, a field investigation determines if the land in question is classified as Corps-regulated wetlands.



Development within these fragile areas must be consistent with State and federal regulations. In addition development should occur in a manner which minimizes damage to these valuable natural resources and should be compatible with the natural characteristics of these areas.

Areas with Resource Potential. Areas with resource potential are defined as prime agricultural lands, mineral sites, publicly-owned forests, parks, fish and gamelands and privately owned wildlife sanctuaries. Prime agricultural lands are located within Hertford's planning jurisdiction and are considered valuable resources.

A large amount of land within the extraterritorial areas could be considered as having productive soils. Agriculture continues to play an important role in the economy of Hertford and Perquimans County.

In addition, there are several historically significant houses within the planning area. These houses are considered to have resource potential and should be preserved. (For a list and map of historically significant houses, refer to Attachment 2.)

Capacity of Community Facilities

In order to adequately project growth, an identification of community facilities must be made. In addition, the capacity of the facilities to supply existing and future demand should be examined.

Water System. As discussed earlier under Water Supply, the Town has a surplus of 250,000 gallons per day. The Town is operating at about fifty-eight percent (58%) of its present capacity. The surplus capacity can easily accommodate the residential, commercial and industrial growth anticipated during the planning period.

Sewer System. The Town's 300,000 gallon per day secondary treatment sewer facility has the capacity to serve 3,000 people. However, the "201" study indicated that infiltration and inflow experienced during wet weather resulted in flows that exceeded plant capacity. As a result, portions of the system have been rehabilitated which have reduced infiltration and inflow. In addition, the Town is scheduled to construct a new wastewater treatment plant. The construction of the new plant will increase treatment capacity to 400,000 gallons per day. Projected growth within Hertford can be accommodated.

Schools. The Perquimans County School Board operates one high school and three elementary schools. Present school year population consist of 1,764 compared to 1,719 for the 1980-81 school year. Projections made by the State Department of Public Instruction do not project any significant increases in school population for the next ten years. Currently schools are operating at below (90%) capacity. School capacity provides no constraint for future development within the planning area.

Roads. The Town's primary road system is generally adequate for traffic peaks. Significant increase in traffic volumes are not projected. Projected growth can be accommodated within the present road system.

There are no major improvements planned for the Town's roads during the planning period.

Estimated Demand for Land and Community Facilities

In order to effectively address policies for future growth development in Hertford, it is necessary to project land and community facility requirements for the planning period. These requirements must be based on future population and economic projects and an analysis of available land and capacities of existing and proposed community facilities. Based on an examination of past trends and existing policies, the Town of Hertford will experience continued modest growth of its population and economy within the 10 year planning period (Exhibit 8). In order for growth to occur there has to be a balance between employment opportunities, capacities of public facilities and the availability of land suitable to accommodate residential, commercial and industrial growth. The Town of Hertford has all these factors. By 1996 it is projected that the Town will grow by 70 persons bringing the total population to 2,317. This represents an increase of 3.1%. The Town can easily accommodate this growth. Based on 1980 census persons per household data, it is projected that an additional 30 houses will be needed. This is approximately 3 units per year. There is an adequate amount of vacant land within the planning area to accommodate this residential growth.

EXHIBIT 8

POPULATION PROJECTIONS HERTFORD

1984 - 1996

•		· · · · ·			Population % Change
1984*	1985	1986**	1990	1996	1984-1996
1,979	1,984	2,247	2,269	2,317	17.07%

Source: Population estimates and projections made by L. E. Wooten and Company.

^{*}North Carolina Department of Administration.

^{**}Includes annexation of 258 persons.

The Town of Hertford is viewed as the retail center of Perquimans County. It is projected that the number of jobs will stabilize and increase at a modest rate. The Town's current policies toward economic growth and past trends in retail sales indicate modest growth in several sectors of the economy throughout the planning period. However, the location of new industries or further annexations could dramatically affect the growth rate. Based on an analysis of vacant land within the planning area, there exists adequate land to support commercial and industrial growth associated with the projected economic growth.

Summary

The Town of Hertford is expected to grow at a modest rate through 1996. The Town should continue to experience minor commercial, industrial and residential development that can easily be accommodated within the planning jurisdiction. There appears to be adequate vacant land available to accommodate this growth. Generally, all community facilities should be adequate to serve the community during the planning period. There is adequate capacity in water and wastewater systems to meet projected growth demands.

CHAPTER III

POLICY STATEMENTS AND STRATEGIES

The purpose of this section of the Land Use Plan Update is to develop statements of local policy on land use issues which affect the Town of Hertford during the planning period. These policy statements should adequately reflect the analysis of existing conditions presented in previous sections of this Plan. These policy statements also provide a guide for land use related decisions during the planning period. This section provides a review of previous planning statements and presents statements relating to resource protection, resource production and management economic and community development, public participation and storm mitigation, post disaster recovery and evacuation.

Review of 1981 Policy Statements

CAMA regulations recommend that the 1986 CAMA Land Use Plan Update include an analysis of 1981 policies. The Planning Board at one of its meetings reviewed past issues and policies and implemention strategies where applicable. The Planning Board also made a determination as to whether or not the strategies have been implemented. The following section includes a summary evaluation of these previous policies and results:

Resource Protection

Estuarine Waters and Public Trust Areas.

Policy: The Town of Hertford shall have a policy to do all in its power to protect public rights for navigation and recreation and to assist Federal and State agencies in preserving and managing the public trust waters and estuarine waters in an effort to safeguard and perpetuate their biological, economic and aesthetic value.

Implementation Strategy: The Town of Hertford will continue to cooperate with all State and Federal agencies in monitoring the water quality of the Perquimans River.

Result: Development consistent with CAMA regulations has occurred. The Planning Board felt adequate measures had been taken to protect public rights of navigation and recreation.

Estuarine Shoreline.

<u>Policy:</u> The Town of Hertford shall have a policy to ensure shoreline development is compatible with both the dynamic nature of estuarine shorelines and the values of the estuarine system.

Implementation Strategy: The local permit officer shall continue to review all proposed development within the 75-foot area of regulatory authority to ensure it is compatible with the Town of Hertford's policy.

Result: Growth within 75-foot area is compatible with protection policy. The Planning Board stated that adequate measures have been taken to protect shoreline development along estuarine areas.

Constraints to Development. With the completion of the detail soils map of Hertford and the FIA Flood Hazard Boundary Map completed in 1976, the Planning Board has the necessary planning tools to assist property owners in proper development of their property. The Planning Board will utilize both of these tools when reviewing proposed subdivision plats to determine if soil characteristics will cause problems in converting property to urban uses. This review process will assist property owners in determining the best way to use their land prior to expenditure of funds for road development and septic tanks if this type of development is found to be inappropriate based on soil characteristics.

Resource Production and Management

Commercial Forest Areas. No policy necessary.

Productive Agricultural Areas. No policy necessary.

Adequately protected with Zoning and Subdivision Regulations.

Mineral Productive Areas. No policy necessary.

Recreational and Commercial Fishing.

<u>Policy</u>: It shall be the policy of the Town of Hertford to provide assistance to State and Federal agencies in maintaining and improving the water quality of the Perquimans River.

Implementation Strategies:

- --- Promote fishing tournaments through the local civic clubs of Hertford.
- --- Participate in the proposed study of water quality in the Albemarle basin, of which the Perquimans River is a part.
- --- Have Chamber of Commerce promote fishing tournaments.

 Have Chamber study the feasibility of developing a motel or rooming house that could serve visiting fishermen as well as the motoring public traveling through the area.
- Result: The Town of Hertford has worked with the Chamber of

 Commerce to encourage the use of the Perquimans River for recreational purposes.

Economic and Community Development

Beach Nourishment. Not applicable to Hertford. No policy statement required.

Type and Location of Industry.

<u>Policy:</u> It shall be the policy of the Town of Hertford to work with Perquimans County officials and the Chamber of Commerce in pursuing industry to locate in the Town of Hertford or in the

County. The Town will encourage and pursue both technical and agriculturally-related industries that the Town can adequately serve with both water and sewer service needs.

Implementation Strategies:

- --- The Town and County should continue to work closely with the State in showing the area to as many industrial prospects as possible.
- --- The Town and County should keep an updated list of the types of industries to be pursued, based on the local community's ability to serve those industries with the necessary community facilities.
- --- The Town and County should solicit the support of the private sector in industrial development efforts.

 Consideration should be given to establishment of a Committee of 100 as has recently been established in Elizabeth City and established earlier in New Bern, NC.

Result: The Town has worked closely with State and local agencies to pursue industry. Committee of 100 group has been established. One industry has located within the planning area within the past five years.

Urban Growth Patterns.

<u>Policy:</u> The Planning Board shall annually review the official zoning map to determine if any revisions are needed. The Town Council shall encourage development of apartments and condominiums on remaining in-town lots that are properly zoned or could be rezoned to permit this type of development without adversely affecting adjacent property. The Town shall work to zone the one-mile extraterritorial limit of Hertford. The Town shall also encourage the County

Commissioners to consider zoning in the area between U.S. 17 and the Newbold-White House property on the Perquimans River.

Implementation Strategies:

- --- Request that the County Commissioners review the need to zone the land adjacent to Church Street extended between the U.S. 17 Bypass and the Newbold-White House. The purpose of this zoning would be to prevent strip development from taking place along the entrance road to the historic site and potential tourist attraction.
- --- Meet with local builders and request that they give consideration to building some multi-family housing on in-town lots.

Result: Land between U.S. 17 Bypass and Newbold-White

House was not zoned by the County. Multi-family units have been

constructed within the planning area. The Town has worked with the

Division of Community Assistance to zone the one mile extraterritorial

area as well as land that has recently been annexed into the corporate

limits.

Redevelopment of Developable Areas.

Policy: The Town of Hertford shall continue to pursue any and all available federal and state funds that can be used in redevelopment of older areas. The Town shall also continue implementation of a strong minimum housing code program and encourage owners of property to keep the property maintained.

Implementation Strategies:

--- Continue enforcement of the minimum housing code and notify property owners of dilapidated structures that

should be brought up to standard condition or be demolished.

--- Apply for Community Development grant funds when they are available to continue redevelopment efforts in the King Street area.

Result: Minimum housing code enforcement has continued.

The Town has implemented two major revitalization projects in the King Street Redevelopment Area.

Commitment to Federal and State Program.

<u>Policy</u>: It shall be the policy of the Town of Hertford to cooperate with state and federal agencies in the assessment of proposed projects sponsored by such agencies which will impact directly or indirectly on the residents of Hertford. Through the A-95 review process, the Town will prepare appropriate comments about any proposed projects, stating their consistency with locally-adopted policies or plans.

Implementation Strategy: Continue to cooperate with
state and federal agencies.

Result: Town has continued to work with state and local programs.

Channel Maintenance.

<u>Policy:</u> It shall be the policy of the Town of Hertford to cooperate with the Corps of Engineers in their efforts to continue to maintain the channel in the Perquimans River when necessary, and to keep the River accessible for recreational and commercial uses.

Implementation Strategies:

- --- Contact Corps of Engineers if maintenance of channel is required.
- --- Contact Corps of Engineers in an effort to have existing pilings removed along waterfront park site because of their potential hazard to navigation.

Result: Pilings remain in waterfront park site. Town is working with the Corps on a project to remove the pilings.

Beach Nourishment. No policy necessary.

Energy Facility Siting. Hertford officials are not aware of any plans to locate energy facilities within its jurisdiction. However, if such a facility should be proposed in the area, the Town will establish a policy concerning such facility at that time.

Tourism.

<u>Policy:</u> It shall be the policy of the Town of Hertford to work in cooperation with the Chamber of Commerce and the Perquimans County Restoration Association.

Implementation Strategies:

- --- Have historic and architectually significant homes placed on the National Register.
- --- Establish walking tour of historic district and coordinate efforts with Historic Society now working on Newbold-White House.
- --- Prepare walking tour brochure showing homes of architectural or historical significance.
- --- Promote annual open house of historic homes.

Result: Town has worked with the Chamber of Commerce and Historic Society in promoting heritage of Hertford. Town has established a walking tour of Historic Hertford.

Waterfront Access.

<u>Policy:</u> Because the Perquimans River is a major natural resource for recreational opportunities, it shall be the policy of the Town of Hertford to provide as much waterfront access to citizens as financially feasible for the Town.

Implementation Strategies:

- --- The Town should follow the recommendation made in the 1978 Recreation and Open Space Plan pertaining to waterfront access facilities.
- --- The Town should continue work to complete the waterbased recreational facility as soon as possible.

Result: The Town has strived to provide maximum public access to the Perquimans River. Funds have not been available to provide new waterfront access.

Continuing Public Participation Policy.

<u>Policy:</u> It shall be the policy of the Town of Hertford to continue to give citizens an opportunity to be involved in local planning for the future. The Town will, therefore, annually review these policy statements and implementation strategies. An evaluation will also be made on an annual basis to see if progress is being made and to request additional input from citizens on progress being made.

Result: Annual evaluation on progress has not been made.
Policies on Other Local Issues.

Second Home Development: The Town of Hertford does not have any second home developments and none are anticipated; therefore, a policy statement on this subject is not necessary at this time.
 Summary of Policy Statements

The Town Planning Board and Board of Commissioners feel that the Town has generally adhered to all policy statements outlined in the 1981 CAMA Land Use Update.

1986 Policy Statements

The development of policy statements related to growth management is the primary purpose of the Land Use Plan Update. Existing conditions, growth demands and development constraints have been addressed in previous sections. Policy statements must be consistent with these factors. Policy statements will be made in all issues concerning growth within Hertford. According to regulations, policy statements must address the following issues:

- --- Resource Protection
- --- Resource Production and Management
- --- Economic and Community Development
- --- Citizen Participation
- --- Storm Hazard Mitigation

The following sections of this chapter of the Plan address various land use issues, identify policy alternatives, identify a selected alternative and present implementation strategies.

Resource Protection

The issues relevant to resource protection are constraints to development, areas of environmental concern, hazardous or fragile land areas, cultural and historic resources, man-made hazards, hurricane and flood evacuation, water supply protection, package treatment plants, stormwater runoff, marina and floating homes industrial impacts and development of sound and estuarine system islands.

Constraints to Development.

Issue: The Town of Hertford has in place a detailed soils map and a Flood Hazard Boundary Map. The soils map can indicate which soils are inappropriate for septic tanks and urban uses. The Flood Hazard Map identifies which areas are flood prone creating the necessity for floodproofing and/or elevation requirements.

Policy Alternatives:

- The Town could approve future development without regard to soil identification and flood hazard areas.
- 2) The Town will strive for development which is compatible with existing soils and flood prone areas.

The Town of Hertford selects Policy Alternative #2 regarding development in areas with constraints.

Strategies

- 1) Insure that land use plan reflects consideration of soil compatibility and flood prone area. Adopt land use controls which properly control development in areas not suitable (poor soils/ flood prone areas).
- Revise zoning ordinance, subdivision ordinance, and floodplain management ordinance, if necessary.

- 3) Zoning Ordinance Districts established. Recognize constraints in establishing districts. Increase minimum lot sizes where necessary.
- 4) Subdivision Ordinance Preliminary plat reviewed by Health Department and Soil Conservation Service (Require all subdivisions to be connected to Town water and sewer.)
- 5) FEMA Flood Insurance Program Continue to participate in regular program which establishes development controls for flood prone areas.
- 6) Non-Subdivisions Septic tanks allowed only in rural/residential agriculture districts.

Areas of Environmental Concern.

Issue: Coastal wetlands, estuarine waters, estuarine shorelines, and public trust areas all are areas of environmental concern. Since these areas are all closely interrelated, policy developed will treat these areas as one. Public Trust Areas and Estuarine Waters are very productive natural environments. They form the basic support systems for commercial and sport fishing and are utilized for navigation, recreation and aesthetic purposes. It is felt that these areas are important to the Town and the quality of the Perquimans River must be protected and improved.

Policy Alternatives:

(1) Town could elect to make use of its existing regulations and requirements already in place concerning its estuarine system. All future development within public

- public trust and estuarine waters will be monitored by the CRC and the Corps of Engineers.
- (2) Town could continue to monitor those types of development requiring minor permits for the Perquimans River and tributaries and approve those that do not affect navigation and water quality in these areas.
- (3) In addition to monitoring programs by Coastal Resources
 Commission and Corps of Engineers, Hertford could do all
 in its power to protect public rights for navigation and
 recreation and to assist state and federal agencies in
 maintenance, preservation and promotion of these areas.

The Town selects Policy Alternatives 2 and 3.

Strategies

- (1) Guide the development of AEC's. For example, if soil conditions have limitations for development in one area, guide development in another area.
- (2) Review and consider adding to the subdivision ordinance the development and maintenance of vegetative buffer between development and AEC.
- (3) Providing assistance to fullest extent possible to federal and state agencies in regard to water quality issues.

Other Hazardous or Fragile Land Areas.

- --- Fresh water swamps and marshes. None exist within the planning area. No policy needed.
- --- Maritime forests. None exist within the planning area; no policy needed.

Cultural and Historic Resources.

Issue: Several historical and culturally significant buildings are located within the planning area (refer to Attachment 2). The Town of Hertford is interested in preserving its heritage by identifying and protecting these resources.

Policy Alternatives:

- 1) Town could do nothing to protect these resources.
- 2) Town could establish a policy of protecting these cultural and historical resources to the fullest extent. The Town selects Policy Alternative #2.

Strategies

- (1) Work with Chamber in promoting these resources.
- (2) Continue to identify, with assistance of State
 Historical Preservation Office.
- (3) Establish/expand existing historic district; place on national register.
- (4) Establish historic properties commission with review powers on zoning and subdivision permits.

Manmade Hazards.

<u>Issue</u>: Manmade facilities, such as hazardous waste disposal sites and flammable materials storage facilities pose a potential threat to health and safety of citizens of Hertford.

Policy Alternatives:

- (1) Allow uncontrolled development of manmade hazards.
- (2) Strive to control development of new facilities through land use regulations and encourage existing facilities to relocate to areas more suitable for such facilities.

The Town selects policy alternative #2.

Strategies:

- (1) Review zoning ordinance for proper control of such facilities.
- (2) Work with existing owners to identify more suitable sites.

Hurricane and Flood Evacuation Needs and Plans. The Town of Hertford is covered by the Perquimans County Hurricane Evacuation Plan. Specific policies pertaining to Hurricane and Flood Evacuation will be discussed under "Storm Hazard Mitigation, Post-Disaster Recovery and Evacuation Plans."

Protection of Potable Water Supply.

Issue: The Town of Hertford relies on groundwater supplies for its source of water. The protection of the quality and quantify of the Town's potable water supply is critical to the health, safety and welfare of the citizens of Hertford and provides a basis for future economic development.

Policy Alternatives:

- (1) Allow uncontrolled development without regard to impact on the Town's water supply.
- (2) Guide development in manner which minimizes any adverse impact on the Town's water supply.

Policy Alternative #2 is selected to guide development near groundwater supplies.

Strategies:

- (1) Analyze existing land use regulations to determine impact on water supply. Control densities and septic tank utilization adjacent to groundwater supply.
- (2) Evaluate any proposals for major groundwater using development (industry - to use Town water or to be served by private wells) to determine impact on Town's capacity to provide water to existing and future development.

Package Treatment Plants/Sewage Treatment Disposal. No policy is necessary. Sewer expansion policies will be discussed under economic and community development policies.

Stormwater Runoff (Agriculture, Residential Development, Phosphate/ Peat Mining).

Issue: Stormwater runoff from intensive development and agricultural uses can carry sediments and pollutants into wetlands and estuarine waters contaminating and smothering habitats, blocking sunlight from marine plants and damaging fish and shellfish.

Policy Alternatives:

- (1) Since only minor development and agricultural uses exist or are projected for the planning period, no policy is needed for stormwater runoff.
- (2) Stormwater runoff occurring outside the Town's planning area can damage use of the Town's major natural and

economic resources (Perquimans River) and the Town should take steps to discourage excessive runoff, particularly from agricultural uses, in the surrounding area.

The Town selects Policy Alternative #2.

Strategies:

- (1) Work closely with Perquimans County in identifying the potential adverse impact associated with uncontrolled agricultural stormwater runoff.
- (2) Encourage the County to participate in the Best
 Management Practices Program.
- (3) Notify the State Land Quality staff when land disturbing activities of greater than one acre take place and encourage Perquimans County to do the same for activity adjacent to the Perquimans River.

Marina and Floating Home Development. No floating home developments are located in Hertford. It is not anticipated that Floating Home Developments will occur over the planning period. However, the Town will consider amending its zoning ordinance to allow floating homes as a conditional or special use.

Issue: Marinas are water-dependent projects which, if properly developed, can provide public access to valuable water resources, such as the Perquimans River and can be an economic asset to the community.

Policy Alternatives

- (1) Marinas will not be allowed within the Hertford Planning area.
- (2) Marinas which are developed in accordance with the Division of Coastal Management standards and guidelines shall be encouraged.

Policy Alternative #2 is selected.

Strategies

- Conduct a waterfront analysis to identify potential sites for marina development.
- (2) Seek funding sources to develop a public marina.
- (3) Participate with a private entity in the development of a marina.
- (4) Ask the Chamber of Commerce to encourage private development of a marina on the Perquimans River.

Industrial Impacts on Fragile Areas. Based on an analysis of the Town's population and economy, the Town of Hertford does not anticipate any major new industrial activity within the planning period. The Town has also determined that existing industries have no impact on fragile environmental areas. Therefore, no policy statement is needed at this time. However, should a major industrial project be proposed (new location or expansion) in the planning period, the Town will consider an amendment to this plan to address impacts on fragile areas.

Development of Sound and Estuarine System Islands. None exist within the planning area; therefore, no policy is needed.

Resource Production and Management Policy

<u>Productive Agricultural Land</u>. It was determined that adequate regulations are in effect to protect agricultural land.

Only a small portion of the Town's planning area is in active agricultural production. These lands are located in the area classified as "Rural" in the Town's Land Classification Plan. The Town has determined that adequate controls are in existence to protect this agricultural land; therefore, no specific policy statement is needed.

<u>Commercial Forest Land</u>. Commercial forest areas do not exist in Hertford. No policy is needed.

Commercial and Recreational Fisheries.

Issue: Based or results of the planning questionnaire and discussions with local officials, Hertford's citizens feel that the Perquimans River is an important commercial and recreational fishing asset.

Policy Alternatives:

- Allow River to remain in its present state and do nothing to enhance the quality of water.
- 2) Town could do everything within its power to work with State, federal and local agencies to maintain and improve water quality in the River and to promote its image.

The Town selects Policy Alternative #2 as its policy for protecting commercial and recreational fisheries.

Strategies:

 Encourage County officials to take action necessary to reduce non-point pollution (agriculture) of the River. 2) Work with the Chamber of Commerce to actively promote the Perquimans River as a commercial and recreational area.

Existing and Potential Mineral Production Areas. There are no existing and no potential mineral production areas within the planning jurisdiction. No policy is needed.

Off-Road Vehicles. The use of off-road vehicles relative to beaches is not applicable to the Town of Hertford. However, the Town is concerned with the use of off-road vehicles on dirt paths within the Town. It is felt that continued use of these vehicles in these areas could lead to possible damage of agricultural land and increased noise.

Policy Alternatives:

- (1) The Town will take no action to control off-road vehicles.
 - (2) The Town will strive to fully assess the extent of the problem and take appropriate action to reduce potential environmental damage and nuisance.

Policy Alternative #2 is selected.

Strategies:

- (1) Monitor frequency, location and noise levels of off-road vehicles.
- (2) Adopt a nuisance ordinance to minimize the adverse environmental impact of these vehicles.

Residential and Commercial Land Development, Peat or Phosphate

Mining and Industrial Development Impact on Resources. Peat and

Phosphate mining are not occurring within the planning area and will not occur during the planning period. Residential, industrial and

commercial land development within the planning period is projected to be minimal and will not cause any significant impact on resources.

Existing policies and regulations are adequate; therefore, no policy is needed.

Community and Economic Development

The following section outlines community and economic development issues and policies that affect future growth and development in Hertford.

Types and Locations of Industrial Development Desired.

Issue: Based on the results of the planning survey and discussions with local officials, it has been suggested that the Town should actively pursue economic opportunities which will create new jobs, increase the tax base and upgrade the standard of living for all of Hertford's citizens.

Policy Alternatives:

- Do nothing to promote industry and allow industry to locate in any area of Hertford.
- 2) Encourage the recruitment of agricultural and technical-related industries to be located in areas suitable for such facilities.
- 3) Encourge the expansion of existing industries which are presently located in desirable areas:
- 4) Develop an economic development program consisting of a blend of recruitment of agricultural and technical-related industries with expansion of existing industries. New industries should be located in areas most suited for such projects.

The Town adopts Policy Alternatives #2 and #4.

Strategies

- Prepare an economic development strategy plan to identify economic development problems and potentials, identify appropriate industrial and business development strategies and locations and identify potential funding sources.
- 2) Work closely with the Hertford Chamber of Commerce, Committee of 100 and N.C. Department of Commerce in promoting the Town as a desirable location for prospective industries. Solicit funding for infrastructure needs or direct financial assistance (CDBG, UDAG, EDA).

Local Commitment to Providing Services to Development.

Issue: If residential, industrial, commercial or institutional development chose to locate outside of existing services areas, policies for providing services should be adopted. Since the Town of Hertford is undergoing a major treatment plant upgrading project, the planning area can be served by the existing facility. Therefore, package wastewater treatment plants are not an appropriate solution to wastewater treatment and disposal needs.

Policy Alternatives:

- Town could choose to provide water and sewer services only to areas that petition for voluntary annexation.
- 2) Provide water and sewer service at one and one-half costs to areas outside of Town limits.

3) The Town could provide water and sewer service to anyone outside of service area, only if the Town is not participating financially.

The Town adopts Policy Alternatives #1 and #3 as policy for providing services to development. Implementation strategies are not required.

Types of Urban Growth Patterns Desired.

Issue: As indicated earlier, urban growth is projected to be moderate. However, to insure any further growth occurs in an orderly manner, the Town should develop a policy as to density and location of development.

Policy Alternatives:

- 1) The Town will make use of its existing development regulations and not develop any additional policy.
- 2) The Town will encourage development of areas within the corporate limits serviced by water and sewer.
- 3) The Town will encourage the development of low-density residential uses and a marina on the waterfront.

Policy Alternatives #2 and #3 are adopted as policy.

Strategies:

- Through the Land Classification Plan, identify areas that are served presently by water and sewer or capable of being served in the immediate future as <u>developed</u> or <u>transition</u>.
- Tailor existing land use regulations to reflect the proposed Land Classification Plan.

Redevelopment of Older Developed Areas.

Issue: Several older neighborhoods exist within

Hertford. These areas suffer from deteriorated or dilapidated housing conditions. Further deterioration and dilapidation will lead to slum conditions, loss of viable housing resources and erosion of tax base.

Also, the downtown business district is experiencing high vacancies and loss of business potential.

Policy Alternatives:

- 1) Take no action and allow these areas to deteriorate more.
- The Town will do all it can to promote the preservation of existing neighborhoods and the downtown business district.

The Town adopts Policy Alternative #2.

Strategies

- Continue to actively pursue all federal and state grants that can be used to redevelop these older areas.
- 2) Actively implement the minimum housing code.
- 3) Intergrade downtown business development into its economic development efforts.
- 4) Consider amending the downtown development plan to reflect needed public and private improvements.
- 5) Develop a low interest loan pool to encourage downtown business owners to rehabilitate their establishments.

Commitment to State and Federal Programs.

Issue: State and Federal programs play an important part in the Town's development. Programs such as erosion control, public access, highway improvements, park facilities, dredging military

facilities and etc., require the Town's cooperation. It has been the Town's policy in the past to provide assistance and cooperate with state and federal officials in all development activities. No further policy is needed.

Assistance to Channel Maintenance and Beach Nourishment Projects.

Issue: It is necessary to maintain the Perquimans River channel to maintain water quality and to continue to use the river for recreational and commercial purposes. Beach nourishment projects are not applicable.

Policy Alternatives:

- 1) No action.
- Town could work with the Corps when channel maintenance is required.

Policy Alternative #2 is selected.

Strategies

- Identify barriers to navigation and call to attention of the Corps of Engineers.
- Contact Corps for assistance in waterfront projects.Energy Facility Siting and Development.

Issue: Presently the Town is not aware of any potential for the location of energy facility sites within its jurisdiction. However, should an energy facility be proposed at a later date, the location of the facility will be in accordance with the Town's zoning ordinance.

Tourism.

Issue: Tourism is a pollution-free industry requiring little or no on-going public investment.

Policy Alternatives:

- 1) Town could elect to take no action.
- 2) In an effort to take advantage of the Town's unique natural and cultural resources, the Town should promote the tourism industry.

The Town selects Policy Alternative #2.

Strategies:

- 1) Work closely with the Chamber of Commerce in promoting
 Hertford as a tourist attraction.
- 2) Prepare an economic development strategy plan to identify potential tourism development strategies.
- 3) Appoint a working committee to explore alternatives for promoting tourism in the Hertford area.
- 4) If economic development strategies require public expenditures for infrastructure, solicit all available sources of state and federal funds to implement these projects.

Waterfront Access.

Issue: Public waters are viewed by the Town as major natural resources for recreational activities and public access and development along these waters has a definite, positive impact upon the community.

Policy Alternatives:

- 1) Town of Hertford could elect to take no further action and make use of its existing regulations.
- 2) Town could elect to provide as much public waterfront access as financially feasible.
- 3) Town could develop more stringent policies limiting development along the waterfront.
- 4) The Town could develop and implement plans pertaining to waterfront access facilities.

The Town selects Policy Alternatives #2 and #4.

Strategies

- Conduct a waterfront analysis to identify potential sites for waterfront development.
- 2) Seek funding sources (Division of Coastal Management public access grant program) to develop additional public waterfront access.
- 3) Participate with a private entity in the development of waterfront access.
- 4) Ask the Chamber of Commerce to encourage private development of waterfront access on the Perquimans River.

Beach Access. No policy required.

Coastal and Estuarine Water Beach Access. No policy is required. (Refer to Waterfront Access, Page 46.)

Types, Densities, Location (units per acre, etc.) of Anticipated

Residential Development and Services Necessary to Support Such

Development.

Issue: Residential development projections indicate development will be moderate and can easily be accommodated within the planning area. Residential development will continue to be low-density (single-family detached) and public facilities are adequate to serve this anticipated growth. Residential development will occur in accordance with the zoning ordinance and subdivision regulations. No further policy is needed.

Land Use Trends/Observations. No significant changes have occurred in the planning area since the last update. Therefore, no policy concerning land use trends is needed.

Continuing Public Participation.

Issue: Plans for future growth and development of the Town of Hertford can best be realized if citizens are given an opportunity to participate in the planning process and are educated on a continuing basis about the need for and advantages of community planning.

Policy Alternatives:

- Since all meetings of the Planning Board and Hertford Board of Commissioners are open to the public, all citizens have access to the planning process, and no further action is necessary.
- Provide ample opportunities for the citizens of Hertford to provide meaningful involvement in the planning process.

3) Provide opportunities to explain and promote planning to the citizens of Hertford.

The Town adopts as policy on Public Participation Alternatives #2 and and #3.

Strategies:

- Publicize the initiation of the CAMA Land Use Planning process and encourage all citizens to attend meetings of the Planning Board.
- 2) Through the Chamber of Commerce, notify various public, semi- private and private organizations that Planning Board members and staff are available to provide presentations on the planning process and value of sound community planning.

NOTE: For a discussion of the public participation and education process used in this CAMA Plan Update, refer to Pages 1-3.

HURRICANE AND STORM MITIGATION

Each year North Carolina's coastal communities face the distinct possibility of extensive damage resulting from hurricanes. Since 1890, the State has experienced 23 major hurricanes. During this same period, development in coastal communities has rapidly accelerated. Local governments, in their role of protecting the health, safety and general welfare of their citizens, bear the responsibility of attempting to reduce the risk of property damage, personal injury and possible loss of life. Local governments may also assume the responsibility of ensuring that reconstruction following a hurricane will occur quickly and that the community will redevelop in a manner which will reduce the possibility of future risk.

The CAMA Land Use Plan guidelines require each coastal community to evaluate the risk associated with major storms and to consider policies for mitigating (guarding against) storm hazards, post-disaster recovery and evacuations. The CAMA guidelines require consideration of mitigation, reconstruction and evacuation issues discussed in Before the Storm: Managing Development to Reduce Hurricane Damage (McElyea, Brower, Godschalk, 1984). The planning process used by the Town in developing the following policies, closely follows Before the Storm.

Storm Hazard Mitigation

Storm hazard mitigation is defined as taking action to reduce the probability of damages resulting from a major storm. Storm mitigation activities available to local governments in the coastal area include zoning regulations, subdivision regulations, building codes, and special ordinances such as shoreline setback controls, standards for

erosion protection and requirements for protecting sensitive environmental areas. Other mitigation measures may include development moratoria and interim development regulations (usually imposed following a disaster), land acquisition, transfer of development rights, public facility siting and design, and comprehensive planning. Each community has a unique set of development problems and potential and storm mitigation measures selected will vary accordingly. The goal of this section of the Land Use Plan is to establish policies which are consistent with the Town's hurricane vulnerability. The vulnerability is based upon an analysis of a hazard map, level of development in the hazard areas and severity, type of risk and monetary value of potential losses.

Hazard Map

The first step in the storm mitigation planning process is to identify the areas of the Town which are most vulnerable to hurricane damage. For purposes of this Land Use Plan, hazard areas are designated as:

- Storm Surge areas (for Sea, Lake, and Overland Surge from Hurricane (SLOSH) Model prepared by U.S. Corps of Engineers).
- 2. Flood-prone areas (HUD Flood Insurance Maps).
- Areas of environmental concerns (AECS designated by CRC).

Probably the most appropriate indication of hurricane vulnerability are the storm surge areas as delineated by the Corp of Engineers (COR) SLOSH model. The SLOSH model was developed by the Corps of Engineers to simulate the height of the storm "surge" from hurricanes of varying serverity. The SLOSH model uses the five categories of hurricanes identified by the National Weather Service. Hurricanes are identified as Category 1 thru 5, depending upon their

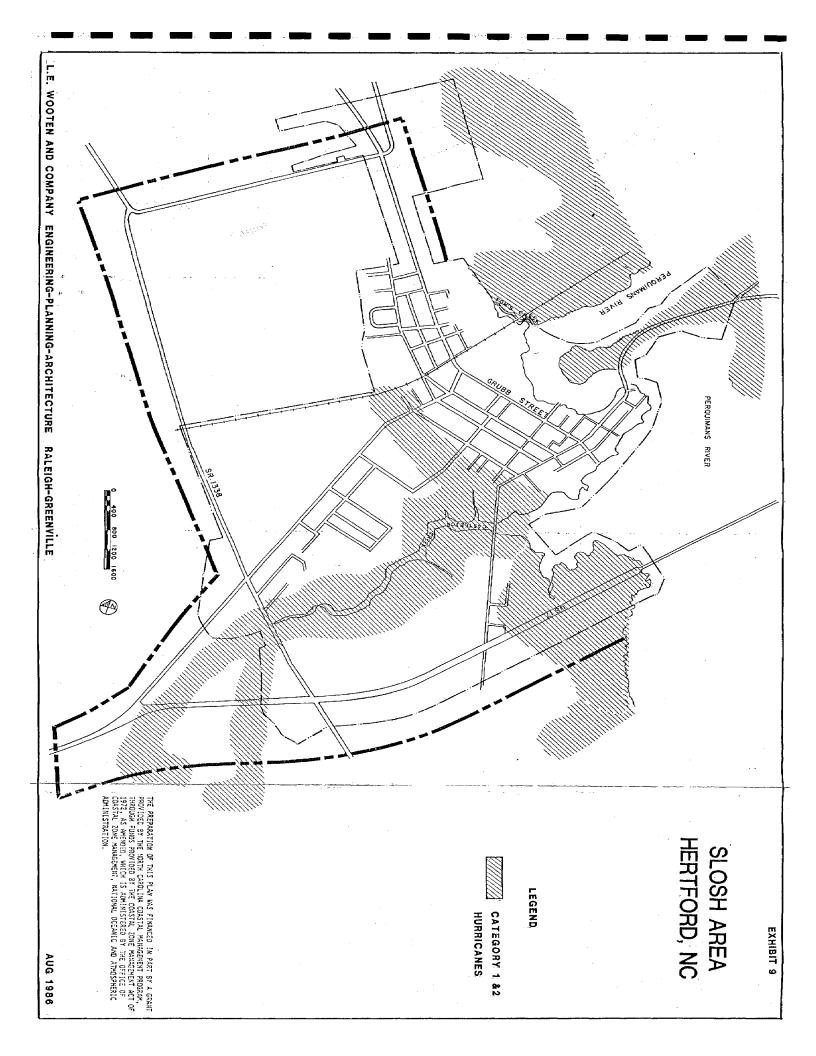
wind speeds. A Category 1 storm has winds of 74-95 miles per hour, resulting in a surge of waterways of 4-5 feet. Damage would be expected to be minimal. A Category 2 storm has winds of 96-110 miles per hour, resulting in a surge of 6-8 feet. Damage would be moderate. Category 3 storms have winds of 111-130 miles per hour, a storm surge of 9-12 feet and are extremely damaging. Category 4 storms have winds of 131-155 miles per hour, a storm surge of 13-18 feet and extreme damage. Finally, Category 5 storms have winds in excess of 155 miles per hour, storm surge in excess of 18 feet with catastrophic damage.

A map delineating the Town's SLOSH areas is provided as Exhibit 9.

Areas of Hertford are expected to be inundated by Category 1 and 2 storms. The areas subject to inundation are adjacent to the Perquimans River and the Castleton Creek. (The SLOSH model does not identify any areas subject to Category 3, 4, and 5 storms.)

Levels of Development in Hazard Areas

During preparation of this Plan, a transparent overlay mapping system was used by superimposing the SLOSH areas (as well as AEC's and flood-prone areas) over an existing land use map. This overlay technique revealed that only minor development has occurred in the storm hazard areas. It is estimated that no more than 3 percent (3%) of the population of Hertford lies within the hazard area. Approximately 25 homes and 6 public/semi-public houses exist within the hazard area. The public/semi-public areas consist of a high school, a governmental office building, the Town wastewater treatment plant and elevated storage tank, and several cemeteries. The estimated value of these residential and non-residential areas is \$3.5 million. The estimated tax value of the property, subject to taxation, is \$1.2 million.



Type of Risk, Severity, Monetary Value of Losses

As with any hurricane, damage may be caused by highwinds, flooding, erosion and wave action. The severity of these risks have have been analyzed in Exhibit 10.

As this Exhibit indicates, the hurricane forces would severely affect the estuarine shoreline AEC. The shorelines would be exposed to highwinds, flooding, wave action and erosion. Next in level of severity would be the SLOSH areas. These areas would be exposed to high winds, flooding, wave action and some moderate erosion.

Floodprone areas (as defined by FEMA Flood Insurance Maps) would be subject to high winds and flooding. The rest of the community would be exposed to high winds.

EXHIBIT 10

TYPE AND SEVERITY OF RISKS ASSOCIATED WITH HURRICANES

	Exposure to Damaging Forces				
Hazard Area	Severity Rank	High Winds	Flooding	Wave Action	Erosion
AEC - Estuarine shoreline	1	•	•	•	•
SLOSH Areas	2	8	•		o
Flood-prone Areas	3		•	-	
Rest of Community	4	6	_	_	-

Exposure Level = High •; Moderate o; Low -

During hurricane weather, experience has shown that Hertford's major problem has been high winds and tree, vegetation and power line damage resulting from these winds. The monetary value of the wind damage has been relatively small. Based on this experience and an analysis of land uses within the hazard area, it is anticipated that monetary damage from Category 1 and 2 hurricanes would be substantially less than the estimated value of the property. Most of the higher value development lies on the fringe of identified SLOSH area (wastewater treatment plant, school) where damage is expected to be lighter. Also most of the structures lying within the SLOSH area have been constructed in accordance with the North Carolina Building Codes which require materials and construction standards for 100 mile per hour winds.

Storm Mitigation Policies

Based on an analysis of Hertford's vulnerability to hurricane damage, the Town feels that sufficient development regulations are in place to mitigate the hazards of storms. Development within Hertford's AEC's is regulated by the CRC. Development in the flood-prone areas (which encompass the SLOSH areas) is regulated by the Town's Zoning and Floodplain Management Ordinance. The State-wide Building Code regulates all new construction and substantial rehabilitation (where damage exceeds 50% of building value) within the community. The Town's Zoning Ordinance has sufficient provisions for non-conforming uses and structures. Hertford's erosion-prone areas are undeveloped and are adequately protected by existing development regulations. No large scale commercial establishments are anticipated

in these areas. At this time, acquisition of land to protect against storm hazards is not considerd a cost-effective strategy. The Town is also concerned about the accuracy of land delineation in the Flood Hazard Map and SLOSH Area Map. The Town feels that these maps are not totally accurate and policies relative to these specific areas should be general in nature.

Policy: The Town of Hertford should continue to control development in the AEC's, flood-prone areas to protect the health, safety and welfare of the citizens of Hertford.

Implementation Strategies

- 1. Continue to regulate development in the flood-prone areas by vigorously enforcing the existing zoning and subdivision regulations and the State-wide Building Code.
- 2. Review and update zoning and subdivision ordinances to insure that all land within the Town's jurisdiction will continue to be adequately regulated against hurricane/storm hazards.

Post-disaster Reconstruction

According to <u>Before the Storm</u> (McElyea, Brown & Godschalk), community action pertaining to disasters fall into 4 categories: mitigation, preparedness, response, and recovery. Whereas preparedness and response normally are handled by the County Emergency Management Agency, mitigation (discussed above) and recovery may be functions of local government.

CAMA guidelines require all coastal communities to prepare a "post-disaster reconstruction" plan which considers the storm mitigation policies outlined above. (Post-disaster reconstruction can be equated to the recovery phase of community action.) Post-disaster reconstruction involves rehabilitation and reconstruction activities necessary to return the community to a normal or pre-disaster condition. Coastal communities may also consider actions during this

phase to insure that the community will be safe from future natural disasters. Typical post-disaster reconstruction activities include immediate clean-up and debris removal, reconstruction over a longer period of time, establishment of special recovery task force, establishing guidelines and schedules for repairs and reconstruction, designation of an implementing agency, and establishing policies for repair/replacement of public utilities (and possible relocation of these facilities).

Immediate Cleanup and Removal

Immediate cleanup and removal following a natural disaster is a function of the Perquimans County Emergency Management Agency (EMA). According to the EMA coordinator, immediate cleanup and removal within the corporate limits is the responsibility of the Town government with the assistance of private citizens. (The Town owns and operates the water, sewer, streets, drainage and electrical system.) Cleanup outside the corporate limits is the responsibility of the County with assistance from DOT and utility companies. Damage assessment is conducted by the County EMA. Reports are submitted to State and regional Emergency Management officials. These reports provide the basis for disaster declarations and levels of relief assistance.

Long-Term Reconstruction

According to local Emergency Management officials, other than the "common sense" approach, the emergency management agency has no specific plans and policies for long-term reconstruction. However, post-disaster repair and reconstruction will be carried out in accordance with the priority schedule. (Refer to Page 63.)

Recovery Task Force

In the event of a natural disaster, the County EMA plans call for the formation of a Control Group. This Control Group would make all decisions relative to evacuation, damage assessment and recovery. The following are members of the Group:

- --- Chairman of County Commissioners
- -- County Emergency Management Coordinator
- --- Mayor, Town of Hertford
- --- Hertford Civil Preparedness Coordinator
- --- Mayor, Town of Winfall
 --- Sheriff
- --- Hertford Chief of Police
- --- Fire Marshall
- --- Captain, Rescue Squad
- --- Superintendent of County Schools
- --- Director of Social Services
- --- Administrator of County Health Department
- --- Register of Deeds

The formation and operation of this Control Group is based on the assumption that a hurricane would affect the entire County; therefore, there exists no need for a separate recovery task force for the Town of Hertford.

Guidelines for Post-Disaster Repair and Reconstruction

According to County Emergency Management officials, guidelines for repair and recovery consist of completion of damage assessment as soon as possible after a hurricane, notification to State officials of level of damage and coordination of disaster assistance. A temporary development moratorium is not anticipated and all repair and reconstruction will meet local land use regulations and the State-wide Building Code. A schedule or priority system for repair and reconstruction has not been developed.

Implementing Agency

At the present time, all decisions and actions taken in response to hurricanes are implemented by the County Emergency Management

Agency. All policy-related decisions are made by the Control Group described above.

Public Utilities

As mentioned previously, the Town's wastewater treatment plant and an elevated storage tank are located on the fringe of a hurricane hazard area. The high winds and flooding associated with a hurricane would have little affect on operating the treatment plant. With the exception of overhead power lines, no other municipal facilities lie within the hazard areas.

Post-Disaster Reconstruction Policies

The following policy alternatives (with selected alternative) and implementation strategies apply to post-disaster reconstruction.

Policy Alternatives

- The Town of Hertford should continue to cooperate and work in conjunction with the County's Emergency Management plans and policies to guide post-disaster repair and reconstruction activities.
- 2. The Town of Hertford should supplement the County's Emergency Management Plans with policies and strategies relative to the risks previously discussed.

The Town selects Policy Alternatives #1 and #2.

Implemented Strategies For Post Disaster Reconstruction

- 1. Continue to cooperate with the Perquimans County Emergency Management Agency and encourge the completion of a Disaster Relief and Assistance Plan.
- 2. Continue to use local forces to identify and remove wind-vunerable trees and vegetation and conduct immediate cleanup and debris removal operations following a hurricane.
- 3. Consider the formation of a Recovery Task Force to support the efforts of the County Control Group. The Task Force could include:

--- Mayor and Mayor Pro-Tem

--- Planning Board Chairman and Vice Chairman

--- Public works supervisor

-- Member of fire and rescue squads

--- Town engineer and planner

The purpose of this Task Force would be to review damage assessment reports following a hurricane and determine if supplemental repair and reconstruction policies and programs are necessary to protect the health, safety and welfare of the Hertford community. The Task Force could consider the need for temporary development moratorium, revised land use regulations and additional construction standards for repair and reconstruction.

4. Consider establishing the following schedule or priority system for post-disaster repair and reconstruction:

First Priority:

Replacement of essential public services such as electricity, water, sewer, telephone, streets and bridges.

Second Priority:

Minor repairs.

Third Priority:

Major repairs.

Fourth Priority:

New development.

5. Evaluate the structural integrity of the elevated storage tank located near the wastewater treatment plant. Assess the potential damage to the wastewater treatment plant as well as the impact of the loss of water supply should the tank be damaged by high winds.

EVACUATION

The Perquimans County Evacuation Plan was developed for evacuation of all County residents. The purpose of the plan is to "provide for an orderly and coordinated evacuation and shelter system to minimize the effects of hurricanes on the residents and visitors in Perquimans County." This plan establishes a control group, support

group, warning and alerting systems, shelter locations and evacuation routes. Based on an analysis of the County Hurricane Evacuation Plan, evacuation can be accomplished within anticipated warning times.

The County Hurricane Evacuation Plan identifies the County High School as an evacuation shelter. As indicated previously, the high school is located in a SLOSH area. According to discussions with State Emergency Management officials, a detailed shelter analysis is being performed in Perquimans County. This analysis will determine if the high school is a suitable evacuation shelter. If the evaluation determines that the high school is not suitable, an alternative building will be identified and the County Hurricane Evacuation Plan will be updated accordingly.

Based on a review of the County Hurricane Evacuation Plan and knowledge of the current shelter analysis, no policy statement concerning evacuation is necessary.

CHAPTER IV

LAND CLASSIFICATION

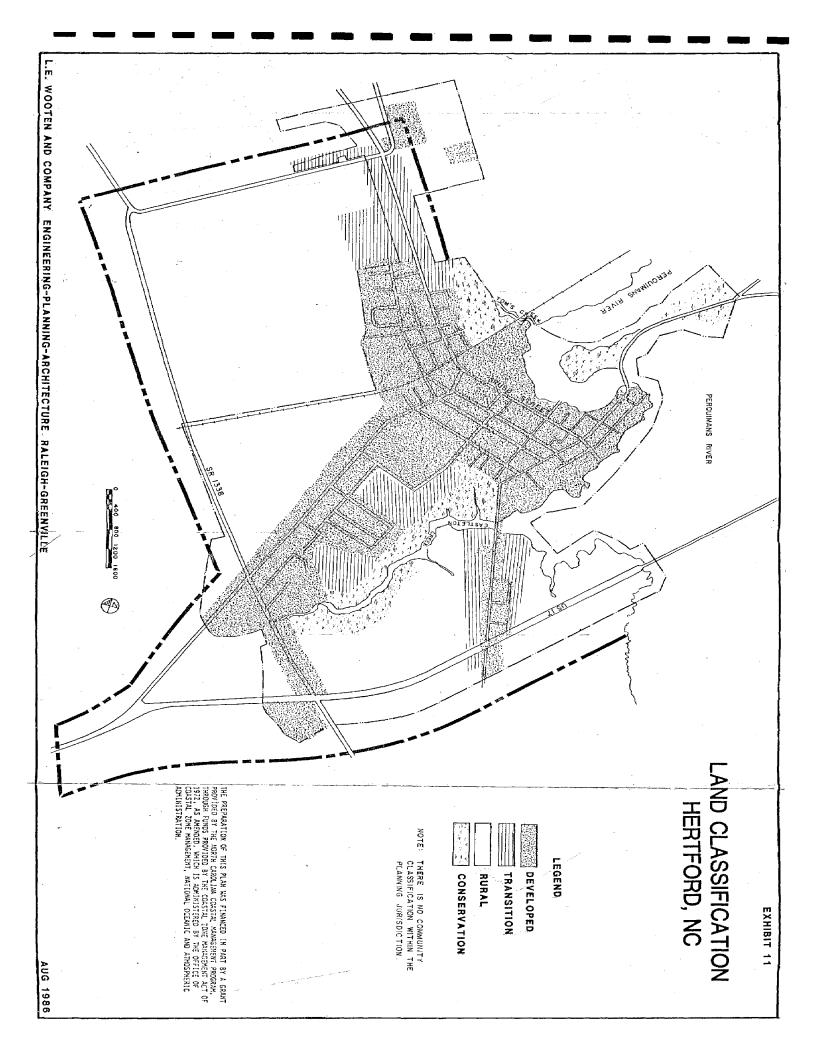
In the preceeding chapter, policies relevant to growth and development in the Town of Hertford were developed. A land classification system should be developed to assist in the implementation of the policies developed. The land classification system delineates those areas where certain local, State and federal policies will apply. According to the CAMA regulations, the land classification system allows local governments to identify the future use of all land within their planning jurisdiction. It should be noted that land classification is not a strict regulating mechanism. However, it is a tool to assist localities in guiding future growth and development and the implementation of land development policies.

The CAMA land classification system contains five separate classifications: developed, transition, community, rural and conservation. The following discussion defines each category and provides an analysis of their impact on land use. The relationship between the Town's adopted policies and individual classification is also discussed.

Developed

Areas classified as developed (Exhibits 11) are presently developed for urban purposes and continued intensive urban development and redevelopment. This classification includes areas developed as urban or those areas with a density of approximately 500 dwellings per square mile.

Most of the land within the Hertford town limits is classified as developed. All of the land within this classification is capable of being served by water and sewer. There are some areas in this classi-



fication that do not have water and sewer. If development does occur, it will be the developers' responsibility to provide services in accordance with Town policy.

Transition

The transition classification contains land that currently has some urban services and additional land needed to accommodate projected population and economic growth. Intensive urban development will occur within the transition areas during the planning period. Land in this class will be scheduled for provision of water and sewer during the planning period.

The transition classification primarily includes the area east of Grubb Street adjacent to the corporate limit boundary. Additional transition areas are located north and south of Church Street, east of Ainsley Drive, north of Edenton Road and west of Castleton Creek.

As indicated on the Land Classification Map, transition areas are located adjacent to the developed area. It is projected that most urban development during the ten year planning period will occur in these transition areas. Transition areas are limited to areas within the town limits or in close proximity to the town limits. This development pattern is consistent with the Town's policies relating to service extensions.

Commun ity

The Community classification is characterized by a cluster of mixed uses in rural areas which do not have municipal services. It is considered appropriate for residences, churches, schools, and light commercial. No land within the planning jurisdiction is classified as community.

Rural

Land classified as rural are those best suited for agricultural, forest management, mineral extraction and low-density uses. Urban services are not required because of the dispersion of development in these areas. These lands have enough limitations to make intensive urban development uneconomically feasible.

Rural lands are located primarily in agricultural areas within the corporate limits and extraterritorial jurisdiction areas.

The Hertford Zoning Ordinance is consistent with the areas designated as rural in that all areas designated rural are zoned RA, Residential Agriculture. The purpose of this district is to create an area in which residential and agricultural uses can be compatibly mixed when water and sewer are not available or when development of low-density is desired. This designation has no restrictions on forest or agricultural activities.

Conservation

Land included in the Conservation Classification are considered fragile or hazardous for urban development. These are also lands with natural resources that need to be preserved. Lands within a conservation classification may be major wetlands, undeveloped shorelands, wildlife habitat and land that will remain undeveloped for commercial, residential and industrial purposes.

The areas in Hertford classified as conservation are the State-designated Areas of Environmental Concern (AEC's). The AEC's consist of the waters of the Perquimans River and Castleton Creek and surrounding lands. (For further discussion on AEC's, refer to Page 17.) Whereas, local description of conservation areas may include areas other than AEC's (such as Corps of Engineers-regulated wetlands).

the Town of Hertford has elected to limit conservation land classification to AEC's. The Town recognizes that construction within Corpsdesignated wetlands is subject to regulation by the Corps under Section 404 of the Clean Water Act.

Specific uses allowed in the conservation areas are primarily governed by State and federal regulations and include the following:

- --- Docks, piers and marinas that are in compliance with local,
 State and federal guidelines.
- --- Utility service lines such as water, sewer, electrical and natural gas.

Relationship of Policies and Land Classification

The CAMA regulations indicate that each land use plan must discuss how the land use policies developed apply to each land classification. The following section discusses the relationship between policies and land classifications and identifies appropriate land uses.

Developed and Transition. Developed and transition land classifications have or will have utility service appropriate to accommodate intensive land uses. These uses include commercial, industrial, residential, public transportation and community facilities. The developed and transition areas are the only areas under consideration for intensive urban development which would require urban services. Policy statements regarding provision of urban services, growth densities and redevelopment within these areas have been delineated.

<u>Community</u>. There is no community designation within the planning area.

Rural. The rural classification allows for low-intensity uses. Residences with appropriate on-site water and sewer facilities are allowed. In addition, agriculture forestry, mineral extraction and various other low-intensity uses are allowed. Policy statements on the preservation of prime agricultural land and the prevention of adverse impacts on these areas have been adopted.

Conservation. The conservation class is intended to protect and preserve fragile natural resources including areas of environmental concern. Uses within this classification are limited due to State and federal regulations. Policy statements relevant to protection of water quality, appropriate uses and management of areas of environmental concern have been made and are compatible with this classification.

Intergovernmental Coordination

The Land Classification Map and adopted policies in the Land Use Plan provide the basic tools for governmental decisions relative to growth and development. The Land Use Plan will serve as a policy guide for planning, budgeting, and for the provision and expansion of community facilities. In order to implement the policies described in the Land Use Plan, governmental coordination at the local, State and federal level is required.

The Town of Hertford, during development of its Land Use Plan, has strived to ensure compatibility between local, State and federal policies and policies contained in its Plan. The Town encouraged the participation of the County in the planning process by inviting County officials to work sessions on issues of common concern (water quality). The Town's policies and Land Classification Map were reviewed throughout the development process for compliance and compatibility with State and federal regulations.

The Town of Hertford has and will continue to work with State and federal agencies in implementing the policies described in this Plan.

ATTACHMENTS

- 1. SAMPLE AND SUMMARY OF CITIZEN PARTICIPATION QUESTIONNAIRE
- 2. LIST AND MAP OF HISTORIC SITES

ATTACHMENT 1

TOWN OF HERTFORD CAMA LAND USE PLAN UPDATE QUESTIONNAIRE 1986

The Town of Hertford is in the process of updating its Coastal Area Management Act (CAMA) Land Use Plan which was originally prepared in 1976 and updated last in 1981. Citizen participation in the

pla lan pro pol com	nning process is needed in order to gain public perception of d development problems, needs and solutions. In an effort to vide valuable input to the planning process for establishing icies and implementation strategies, please take a few minutes to plete the following questionnaire. Please return your completed stionnaire to Mayor Cox by April 18, 1986. Thank you very much for r assistance.
1.	Do you live within the town limits of Hertford? Yes 55° No 45°
2.	Educational attainment (circle one):
	a. Grammar school c. High School 58% b. Junior High School d. College 42%
3.	Which age group are you in? (Circle one)
	a. 18-24 5% c. 35-44 16% e. 55-64 16% b. 25-34 26% d. 45-54 21% f. 65 and over 16%
4.	Sex: Male <u>63%</u> Female <u>37%</u>
5.	Which of the following applies to you?
	Homeowner 71% Renter 29%
6.	Where is most or all of your income derived?
	A. Town of Hertford 35% C. Tidewater Virginia B. Perquimans County 47% D. Other N.C. counties 18%
7.	Should the Town Board of Commissioners work toward having historic and architecturally significant structures placed on the National Register of Historic Places?
	Yes <u>89%</u> No Not Sure 11%
8.	Would you favor having an Historic District established in the Downtown and surrounding residential areas if this area was found to be architecturally or historically significant?
	Yes 84% No 5% Not Sure 11%

9.	. Would you be supportive of efforts as the development of a low-interes	
	Yes 58% No 21%	Not Sure <u>2190</u>
10.	Do you think commercial fishing is and should be encouraged?	important to the local economy
	Yes 70% No 20%	Not Sure10%
11.	Do you think recreational fishing economy and should be encouraged?	is important to the local
	Yes 84% No 16%	Not Sure
12.	Should the Town have a policy of e outside the Town limits?	xtending water and sewer
	Yes 30% No 60%	Not Sure <u>10%</u>
13.	In your opinion, which of the foll as a policy for population growth (Please circle one).	
	A. Remain the same size B. Small increase 37% C. Substantial increase 63% D. Reduce population	
14.	Do you think the Town should activ development. Yes 84% N	
15.	Should the Town continue to pursue deteriorated areas of the Town?	redevelopment of older
	Yes 74% No 16%	Not Sure 10%
16.	Should the Town continue to pursue fund redevelopment efforts? Yes <u>c</u>	
17.	How would you like to see the wate	rfront developed? (Check one)
	16% Residential 63% Recreational	5% Commercial 16% Leave as is
18.	Should the Town's minimum housing	code be more actively enforced?
	Yes 58% No 21%	Not Sure 21%
19.	Do you think the Town of Hertford recreational opportunities such as movies, etc.? Yes 79% No	bowling, roller skating,
	-73-	

0.	Do you think the Town of Hertford is large enough to support such facilities as mentioned in the previous question?				
	Yes 53% No 119%	Not Sure 37%			
۱.	Do you think plans to prevent recovery are important to the	storm damage and develop post-storm citizens of Hertford?			
	Yes 84% No 57	% Not Sure 11%			
2.	Please indicate how you feel services:	about the adequacy of the following			
		Excellent Good Fair Poor Not Sure			
٠	Electrical Police Fire Protection Waste Treatment Garbage & Trash Collection	397. 50%. 11%. 24% 53% 62% 6%. 6%. 47% 41% 6%. 6%. 6% 56% 13%. 13%. 29% 59% 6%.			
3. Should the Town of Hertford exercise more control in protect public rights for navigation and recreation in its "Areas of Environmental Concern" (Perquimans River)?					
	Yes 41% No 117	Not Sure 42%			
١.	Should the Town of Hertford, attention to its land use pla	in rezoning decisions, pay more n?			
	Yes <u>84%</u> No	Not Sure 16 70			
5. - ,	Do you feel the citizens of Hertford should be encouraged to provide input in decisions affecting the future of the Town?				
	Yes <u>89%</u> No	Not Sure 1170			
j.	What do you think is the most	critical problem facing Hertford?			
•					
i					
•	What do you think should be d	one to resolve the problem?			

SUMMARY OF QUESTIONNAIRE RESULTS

The Questionnaire provided the following information for consideration in the CAMA Land Use planning process:

- --- Wide support was exhibited for the preservation of historically and architectually significant sites.
- --- Commercial and recreational fishing was seen as a major asset to the economy of Hertford.
- --- Substantial interest was shown for population growth and active industrial development.
- --- Redevelopment of older areas with State and federal funding was widely supported.
- --- Wide support was also displayed for storm mitigation planning, attention to the land use plan in rezoning decisions and continued citizen participation.

ATTACHMENT 2

LIST OF HISTORIC SITES HERTFORD, NORTH CAROLINA

Berry-Mullen-Edwards House. 201 West Dobbs Street, Hertford. Ca. 1821. Two-story side-hall plan frame house with flush siding under two-tier porch behind paneled Doris columns. Federal interior, with Greek Revival modifications, including plaster ceiling medallions. Private.

Church of the Holy Trinity (Episcopal). South Church Street, Hertford. 1850. Built in the Gothic Revival style. Private.

Creecy-Skinner-Whedbee House. 101 East Punch Alley, Hertford. Ca. 1805. A four-bay Federal frame house with a double porch. Interior somewhat altered. Said once to have been an inn. Private.

Dozier House. 130 West Market Street, Hertford. Ca. 1852. Small one-story temple-form house with a fanlight window in the front pediment. Private.

Farmer's National Bank. Church Street, Hertford. 1916. Brick commercial building with portico supported by four columns with Doric capitals. Private.

American Legion House. West Academy Street, Hertford. Ca. 1850. Two-story frame house with Greek Revival details. Private.

Arps House. 113 West Dobbs Street, Hertford. Ca 1850. Two-story frame house, side-hall plan (modified) and Greek Revival details. Private.

Elliott-Shannonhouse House. 119 West Market Street, Hertford. Two-story frame house with two-tier porch. Private.

Freer-Hudgins-Mardre House. 307 West Market Street, Hertford. Ca 1825. Federal house with important Victorian additions. Private.

Hertford Baptist Church. West Market Street, Hertford. 1854. Large brick structure with Victorian detail, including bracketed cornice. Private.

Jacocks-Ree-Newbold House. 217 West Dobbs Street, Hertford. 1851. Two-story frame house blending Greek Revival and Victorian details. Private.

J. C. Blanchard & Company Store. 110 North Church Street, Hertford. 1909. The building houses one of the oldest mercantile firms in North Carolina, founded in 1832. Private.

John Wood House. 100 South Front Street, Hertford. Nineteenth century. Two-story frame house with traces of Federal detail under Victorian modifications. Private.

Josiah Elliott House. 128 West Crubb Street, Hertford. Ca 1832. Small frame cottage once occupied by noted Baptist minister Josiah Elliott. Private.

Mardre Store. 305 West Market Street, Hertford. Ca. 1835. Probably the oldest commercial building in Hertford. Private.

Matthews-Jacocks House. 301 South Church Street, Hertford. Ca 1825. Two-story frame house which successive additions have made a blend of Federal, Greek Revival and Victorian features. Private.

Ming House. Edenton Road Street at Market Street, Hertford. Ca 1860. Two-and-a-half story frame house with side-hall plan. Private.

Newby-Riddick-Crawford House. 310 North Church Street, Hertford. Ca. 1850. Two-and-a-half-story Greek Revival frame house with double porches on front and back. Private.

Norcom-Wright House. 215 North Church Street, Hertford. Mid-nineteenth century. Commercial building converted to Victorian cottage. Private.

Old Baptist Parsonage. 123 West Grubb Street, Hertford. Ca 1854. Private.

Old Temperance Hall. 116 North Front Street, Hertford. Ca 1848. Two-story frame house with double porch, built for use of Sons of Temperance. Private.

Reed House. 106 West Grubb Street, Hertford. Ca. 1850. Two-and-a half-story frame Greek Revival mansion. Private.

Shannonhouse Store. 121-127 North Church Street, Hertford. 1895. Oldest brick commercial building in Hertford. Private.

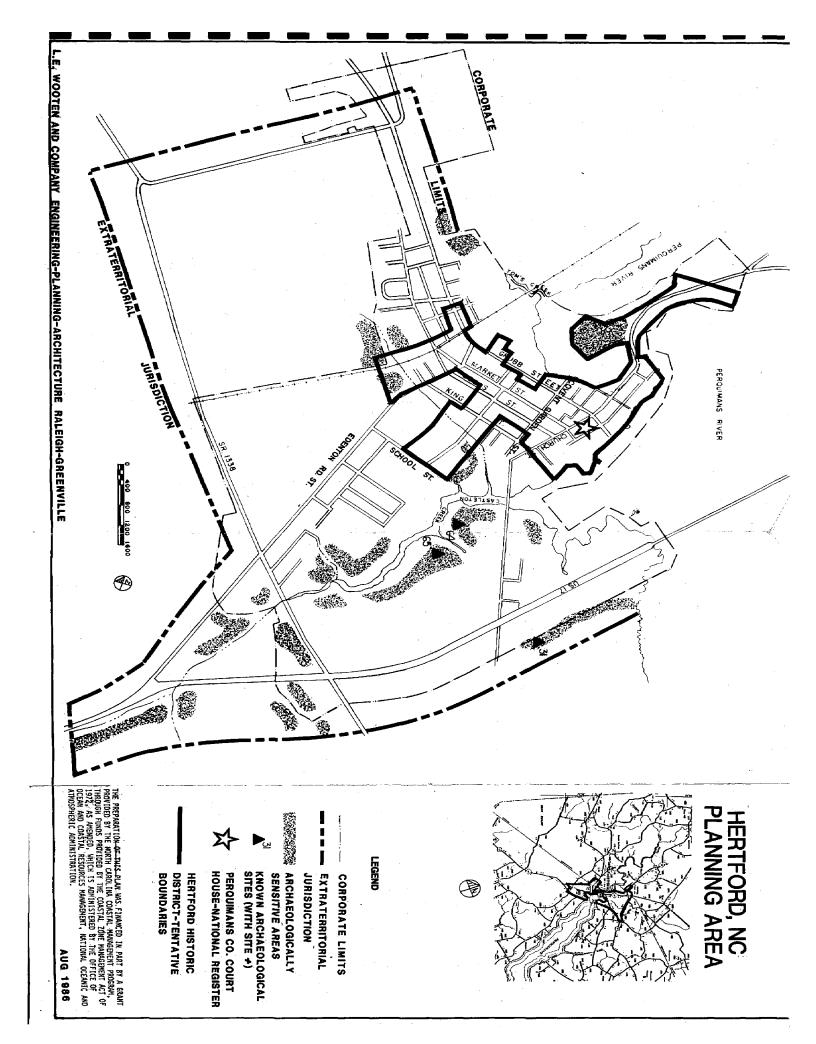
Simpson-Klanchard House. 201 Punch Alley, Hertford. Ca. 1857. Two-story frame house. Private.

Toms-White House. 200 West Market Street, Hertford. Ca. 1819. Two-story frame house with double porch on the front. Federal interiors. Private.

Wood-McCallum-Winslow House. 110 North Front Street, Hertford. Ca. 1825. Two-story frame house with interior chimneys and hand-stencilled hall floor. Private.

MAP OF HISTORIC, ARCHITECTURAL AND CULTURAL SIGNIFICANCE

Source: NC Division of Archives and History



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